DOCUMENT RESUME

EA 002 028

ED 026 742

By-Purrington, Gordon

Administrator Competences and Organizational Effectiveness.

Pub Date Feb 68

Note-11p.; Paper presented at the Annual Meeting of the American Educational Research Association (Chicago, Illinois, February, 1968).

EDRS Price MF-$0.25 HC-$0.65

Descriptors-*Administrator Qualifications, *Administrator Responsibility, *Educational Objectives, Interpersonal Competence, *Organizational Climate, *School Systems, Teacher Administrator Relationship

Organizational goals are achieved through the cooperative efforts of the organization's members. In a school organization, administrator competences are related to the effectiveness with which the school functions. If a school system is to function properly, the administrator must solve to some degree the four problems of productivity--external flexibility, internal flexibility, and reduction of tension and strain. To solve these problems he must possess minimum technical, conceptual, administrative, and human relations skills. Two similar New York State school systems with vast differences in levels of achievement provided data for a comparative study. Data were obtained from the responses of teachers of the districts to a questionnaire, and from interviews with other organizational members. The study concluded that the administrator's competences seem to be related to the effective functioning of the system. Whether the functional requirements of the organization are solved and whether the needs and behaviors of individuals in the organization are made congruent with the organizational goals seem to depend on the competences of the administrators in the organization. (HW)

ED026742

ADMINISTRATOR COMPETENCES AND ORGANIZATIONAL EFFECTIVENESS

Gordon Purrington
Educational Systems Development Center
Florida State University

Paper Presented at AERA Meeting, Chicago, February 1968

The basic issue of this paper is organizational effectiveness. Too often a goal model approach is used in determining the success of an organization. This method measures effectiveness to the extent an organization achieves its goals. However, its utility is limited since it neglects other problems which the organization solves--and must solve--in order for the system to continue to operate "effectively."

This paper stresses the importance of four basic measures of organizational effectiveness (Georgopoulos and Tannenbaum, 1957):

1. Productivity or Goal Achievement
2. External Flexibility
3. Internal Flexibility
4. Reduction of Tension and Strain

These four criteria of effectiveness are similar to the four functional requirements which every social system must solve in order to endure or exist (Johnson, 1960):

1. Goal Attainment
2. Adaptation
3. Integration
4. Pattern Maintenance and Tension Management

Goal attainment is concerned with the achievement of the goals through the cooperative efforts of the organizational members. The organization must pursue its goals with some degree of effectiveness. It must have some pay-off. Sufficient resources, including human resources, must be allocated to this functional

EA 002 028

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requirement. It is important that these resources be mobilized according to the specific nature of the tasks to be performed. Members must possess the necessary competences to effectively pursue the tasks.

The adaptive function requires the system to cope with its social and non-social environment. The system must effectively get its resources. Adaptation is thus concerned with environmental means.

The system must solve the problems of coordinating its parts and of relating its parts to each other. Integration thus deals with the interrelations of units. Members of the organization interact from day-to-day and these activities need to be coordinated, especially as the specific tasks and circumstances undergo change.

Pattern maintenance is required for the system to operate effectively since in order for the system to have continuity it must successfully socialize its members so that they have commitment to the system and its goals. This partially contributes to the integrative function as well since it prepares individuals to fit into the various sub-units of the system. Since every social system--irregardless--will generate tension and strain, or inconsistency for its members, tension management is essential if the units are to continue to work effectively. How the tensions are handled is extremely important for the functioning of the system. Tensions and strains need to be reduced.

The degree to which the functional requirements are met appears to be directly related to the four criteria of effectiveness.

The investigation reported here represents an effort to find out how administrative competences relate to, facilitate, or hinder <u>effective</u> school organization functioning. A <u>structural-functional</u> approach is used to look

at the role of the school administrator. This role is that the administrator must link his organizational unit with other relevant organizational units. Unity and coherence of action is achieved through this role. However, the administrator must also interrelate the organizational goals and objectives with the needs, goals and behaviors of the organizational members. The congruency between the two is dependent upon how well the administrator is able to motivate his subordinates toward the system's goals. The administrator's role also includes certain technical qualifications which are appropriate to the position he holds (Georgopoulos and Mann, 1962).

If the system is to function properly, i.e., be effective, the administrator must at least minimally solve the four functional problems. The skills or competences of an occupant of an administrative position must be directed toward the effective handling of these four areas. The administrator must therefore possess some minimum technical skill, some minimum conceptual skill, some minimum administrative skill and some minimum human relations skill in order to perform his functional role successfully (Georgopoulos and Mann, 1962; Katz, 1955). Allowing for some overlapping, it is suggested that the administrator's ability to solve problems of pattern maintenance and tension management is related to his human relations competence; problems of adaptation are best met by his conceptual skill. Goal attainment functions are best handled by his technical skill, and he must have administrative competence to resolve integrative problems. (See Chart at end of paper)

Human relations competence is the ability to use pertinent knowledge and methods of working with people or through people. General principles of human behavior, especially those concerned with the regulation of interpersonal re-

lations and motivation, must be skillfully utilized in day-to-day interaction with others in the work situation (Georgopoulos and Mann, 1962).

Technical skill involves the administrator's ability to use pertinent knowledge, methods, techniques and equipment necessary for pursuing specific tasks, and perhaps more importantly, for the direction of such performance (Georgopoulos and Mann, 1962).

The administrative competence of an administrator is his ability to deal with the demands of the organization for unified activity and integration. It is concerned with the planning, organizing and scheduling tasks of the administrator (Georgopoulos and Mann, 1962).

Conceptual skill is the ability to see the total picture. It involves the administrator's competence in visualizing the relationship of his unit with other relevant units, with the community, and with the social, political and economic forces of the nation as a whole (Katz, 1955).

It should be emphasized that the paper does not imply that these four skills are equally important for different levels of administration in the same organization, or for the same level of postion in different types of organizations, or even necessarily at all times in the same organization. One major problem is to determine the relative importance of the four skills and the different combinations of skills that may be most appropriate.

The research reported here stresses the relationship between administrator skills and the following variables in looking at the effectiveness of the public schools:

1. The satisfaction of the teaching staff with its superiors
2. Organizational coordination
3. Quality of instruction
4. Other variables (Mentioned in paper)

This project was a comparative study of school systems. Two school systems in New York State were selected because of similar sizes and socio-economic levels of the communities and because of the vast differences in their levels of achievement as interpreted from the measurements of the N.Y.S. Quality Measurement Study. Data were obtained from the responses of teachers of the districts to a questionnaire, and from structured interviews with other organizational members. The research design involved the comparison and contrast of the participating systems on each of the major variables through appropriate statistical techniques and analysis.*

FINDINGS AND CONCLUSIONS

"Arriving at sufficient conclusions from insufficient data" (Office of Strategic Services Assessment Staff, 1948, Preface), or at times admittedly going beyond the data, it is the conclusion of this study that the skill competences of school administrators and the functional requirements of the system are related. What did the study findings indicate?

Pattern maintenance is involved with the maintenance of the integrity of the institutionalized value patterns which define the structure of the system (Hills, 1965). The study results indicated that in school units where the administrator was evaluated poorly in the human relations area, teachers indicated significantly less identification to the school system and its goals than in units where the administrator possessed adequate human relations competence (.01).** Additionally teachers reported less singleness

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*For a detailed presentation of the research design, readers are referred to G. Purrington, "The Supervisory Behavior of School Administrators and Organizational Effectiveness," Unpublished Doctoral Thesis, Cornell University, Ithaca, New York, 1966.

**Statistically significant differences will be reported in ( ).

of direction or purpose among the staffs in units where the administrator lacked human relations competence when compared to units where the administrator possessed better human relations skills (.05). Statistically significant differences also existed between these units in the amount of tension and strain in the system (.05 to .001). More tension and strain was found in units where the administrator lacked this skill, suggesting an inability on the part of the administrator to manage the tension problem by reducing the strains in the system. The tension and strain could have additionally contributed to the lack of commitment of the staff to organizational goals and purposes. Thus in units where the administrator lacked sufficient human relations skill the pattern maintenance and tension management problems were not effectively resolved, while in units where sufficient human relations competence was present, staff members had greater commitment to the established purposes and goals of the organization.

The functional requirements of adaptation and goal attainment were not met effectively by the administrators who lacked adequate competence in the technical and conceptual areas. The teaching staff procured by him is significantly less professionally oriented than the staff in units where the administrator has a high degree of competence in these areas (.02). Teachers also indicated greater financial problems in the poorer administrator's system. Records substantiate this. Less money is spent per child in the system where the administrator has less conceptual skill and teachers report that the administrators and board of education are too cost conscious. This finding is significantly different from the system where the administrator possesses adequate conceptual competence (.05).

Resources in both human and monetary terms are less adequate in the system where the administrator had less conceptual competence when compared with the system where the administrator had more conceptual skill. Additionally the achievement of the system, as measured by the Quality Measurement Study was less adequate for the system where the administrator had less technical skill when contrasted with the system where the administrator possessed more technical competence. Teachers in the system where the administrator lacked this competence also rated the quality of instruction lower than in the other system. This difference was significant at the .10 to .001 levels of confidence from the various measures of quality.

The administrator's ability to meet the demands of the organization for unified activity and integration, his administrative competence, was assumed to be related to the solution of integrative problems within the organization. Only one significant relationship was found on seven coordination variables. However, the tendency is for more programed coordination in the units where the administrator had less administrative skill and more general or non-programed coordination in units where he had more administrative competence. The timing of activities in day-to-day activities was found to be significantly better in units where the administrator had less administrative skill (.01). This is a programed coordination measure. Other measures related to the coordination measures support this conclusion. In units where the administrator had less administrative skill, and programed coordination was more dominant, the system relied more heavily on formal rules, policies and regulations and they were more explicitly defined as compared with the units that tended to have more non-programed coordination (.05). Communication practices were also more

formalized in the more programed coordination units. Reliance was placed on the written memo or bulletin whereas in the non-programed coordination units conferences and meetings were more heavily stressed (.02). Complementarity of expectations of staff members was greater in the non-programed units than in the more programed coordination units (.05). In the more non-programed units the administrator was able to rely on more informal procedures for the integration function. His staff had greater complementarity of expectations, more singleness of direction, and were more committed to the purposes of the organization. Heavy reliance on formal, programed procedures was not necessary because of the lack of tension in the system and the strong identification of the staff to value-patterns of the organization. One might also expect, therefore, that in the system where tension was high and staff members were less committed to the goals of the organization, that heavy reliance would be placed on formal procedures in an attempt to control the situation. In short, where the administrator lacked adequate human relations and administrative skills, there was insufficient solidarity in the relations among the various organizational units within this system for the effective functioning of the system.

The satisfaction of teachers to their superiors was correlated to the competences they possessed (.01) significance. Human relations skill appears to be more of a <u>dissatisficer</u> than a <u>satisficer</u>. While it does not appear as the top skill of the more competent administrators, it is always at the bottom of the skill competences of less competent ones, and teachers are more highly dissatisfied with these administrators. It appears that a <u>threshold</u> effect may be taking place in the area of the human relations skill. At what point the effect of the human relations skill begins to be effective is an

area for further study.

In summary, the administrator's competences appear to be related to the effective functioning of the organization. Whether the functional requirements of the organization are solved, whether the needs and behaviors of individuals within the organization are made as congruent as possible with the organizational goals and objectives seems to be dependent upon the competences of the persons occupying administrative positions in the organization. The success of the system and the solution of the four functional problems appears to be related to his role performance. Programs for the training of school administrators should seek to develop the four skill competences in its students. This calls for a major overhaul in present programs in many colleges of education and an even greater urgency to programs for developing these skills in present school administrators.

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ORGANIZATIONAL EFFECTIVENESS
FUNCTIONAL REQUIREMENTS
ADMINISTRATOR COMPETENCES

EXTERNAL FLEXIBILITY ADAPTATION CONCEPTUAL	GOAL ACHIEVEMENT GOAL ATTAINMENT TECHNICAL
REDUCTION OF TENSION & STRAIN PATTERN MAINTENANCE & TENSION MANAGEMENT HUMAN RELATIONS	INTERNAL FLEXIBILITY INTEGRATION ADMINISTRATIVE